DETERMINING REUSE OPTIONS FOR CLOSED SCHOOL SITES

CITY OF REGINA - URBAN PLANNING DEPARTMENT - NOVEMBER 1989

DETERMINING REUSE OPTIONS FOR CLOSED SCHOOL SITES

Revised
NOVEMBER, 1989

COMMENTS: **The Policies contained in section 2.0 of this report were adopted by Bylaw #8840 , May 23, 1989 and form part of the Regina Development Plan.**

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1.0 PURPOSE AND BACKGROUND

1.1 PURPOSE

On January 4, 1988, City Council directed the Administration to develop policies and procedures which address reuse and redevelopment of the sites of closed schools. Thus, the purpose of this report is twofold:

1. To propose policies and guidelines which will assist in the determination of appropriate reuse and redevelopment options for the sites of closed schools.

2. To propose a process for decisions on reuse and redevelopment of closed school sites that will allow an opportunity for neighbourhood residents and others to provide input.

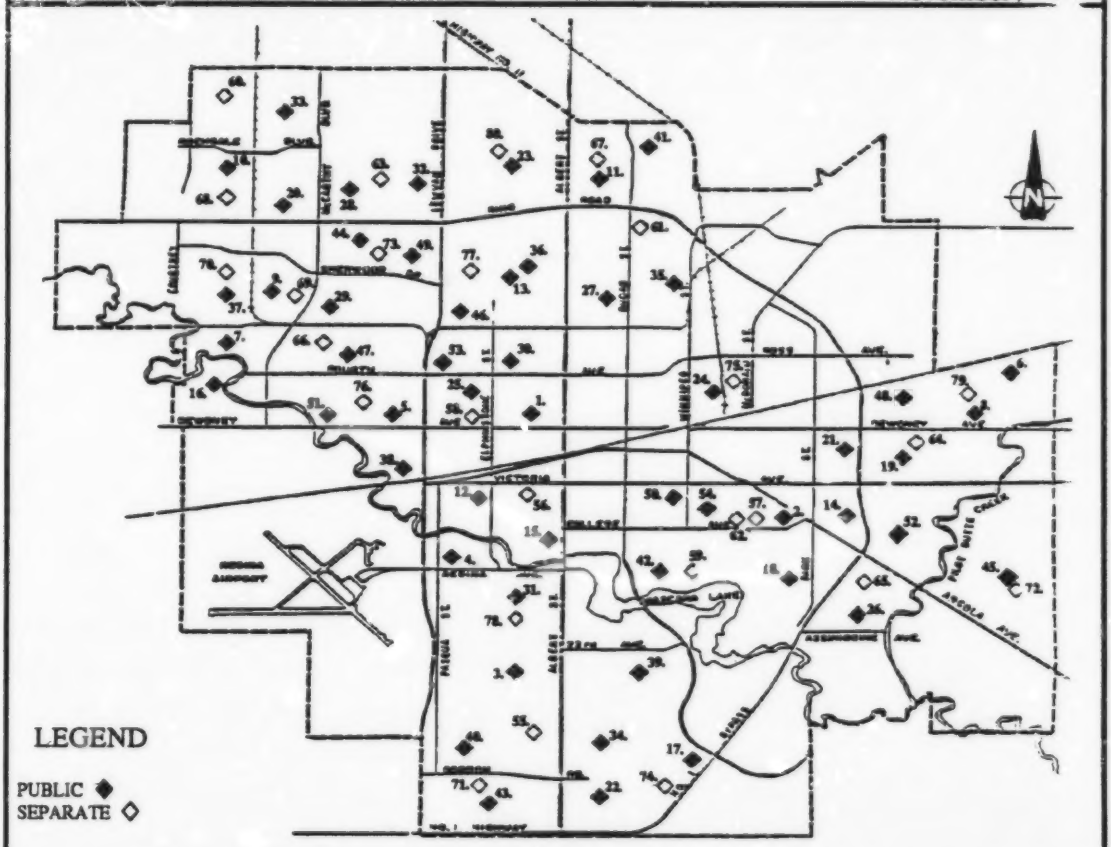
This policy paper addresses the reuse and redevelopment of closed school sites, but does not deal with the decisions to close schools, which are under the jurisdiction of both the Public and Separate School Boards. The impacts of school closures on neighbourhoods should be the subject of further study and discussion with the School Boards.

1.2 SCOPE OF THE ISSUE

More than twenty elementary schools have been closed since 1970. Map 1 and Map 2 show the operating schools in Regina. Map 3 and Map 4 show the schools which have been closed since 1970.

MAP 1 OPERATING ELEMENTARY SCHOOLS

November, 1989



Public Schools

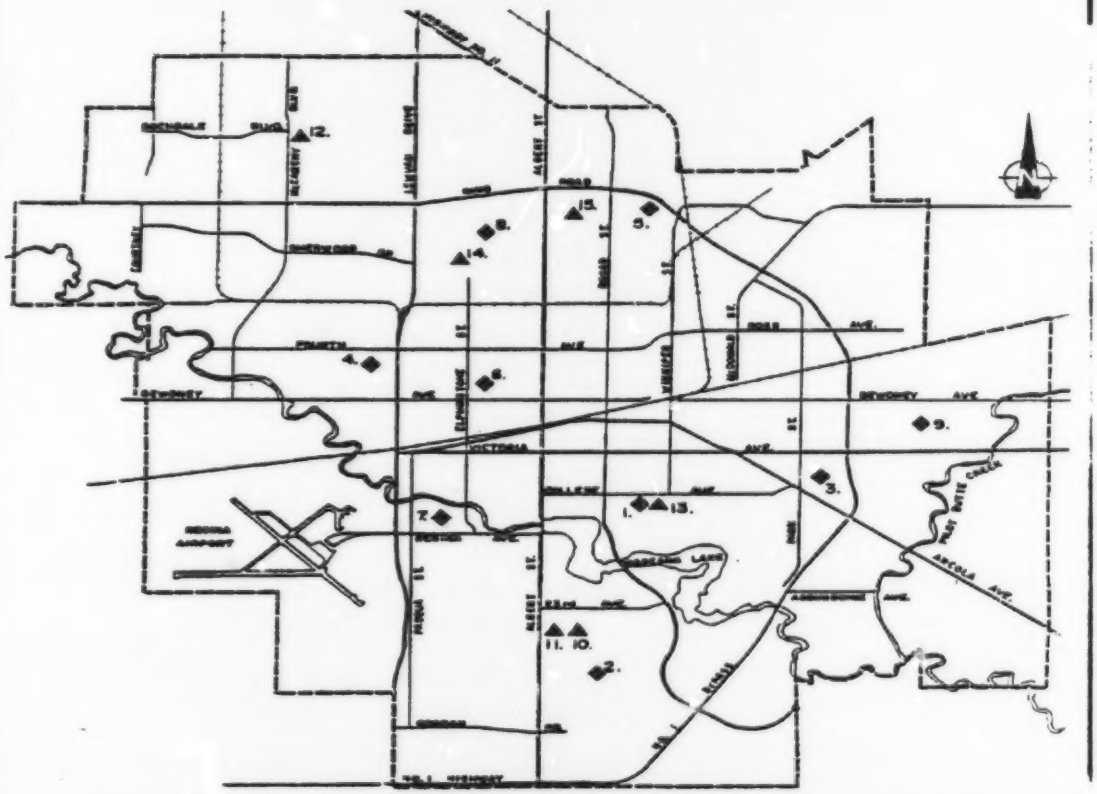
1. Albert
2. Arcola
3. Argyle
4. Athabasca
5. Benson
6. Braun, Henry
7. Brown, Mable
8. Bryant, Judge
9. Buck, Ruth M.
10. Centennial
11. Coldwell, M.J.
12. Connaught
13. Coronation Park
14. Crescent
15. Davin
16. Dieppe
17. Dorsey, Elsie
18. Douglas Park
19. Ferguson, Dr. George
20. Ford, W. H.
21. Glen Elm
22. Grant Road
23. Hanna, Dr. L. M.
24. Haultain
25. Herchmer
26. Hunt, Wilfred
27. Imperial
28. Janzen, Henry
29. Jenkins, Ken
30. Kitchener
31. Lakeview
32. Lee, George
33. MacNeil
34. Massey
35. McDermid
36. McDonald, Gladys
37. McLurg
38. McNab
39. McVeety, Marion
40. Milliken, Ethel
41. Pawson, Ruth
42. Peart
43. Perry, Dr. A. E.
44. Pickard, Al
45. Ready, W. F.
46. Regent Park
47. Rosemont
48. Russell, Stewart
49. Mironuck, Elsie
50. Thomson
51. Walker
52. Walker, Wilfrid
53. Wascana
54. Wetmore

Separate Schools

55. Deshaye
56. Holy Rosary
57. Jean Vanier
58. Sacred Heart
59. St. Andrew
60. St. Angela
61. St. Anne
62. St. Augustine
63. St. Bernadette
64. St. Catherine
65. St. Dominic Savio
66. St. Francis
67. St. Gregory
68. St. Jerome
69. St. Joan of Arc
70. St. Josaphat
71. St. Leo
72. St. Marguerite Bourgeois
73. St. Mary
74. St. Matthew
75. St. Michael
76. St. Patrick
77. St. Peter
78. St. Pius X
79. St. Theresa
80. St. Timothy

MAP 2 OPERATING HIGH SCHOOLS

November. 1989



PUBLIC ◆

1.) Balfour
2.) Campbell
3.) Cochrane
4.) Martin
5.) Robert Usher
6.) Scott
7.) Sheldon-Williams
8.) Thom
9.) F.W. Johnson

SEPARATE ▲

10.) Dr. Martin Lebouldus
11.) Marian
12.) Michael A. Riffel
13.) Miller
14.) O'Neill
15.) Sister McGuigan

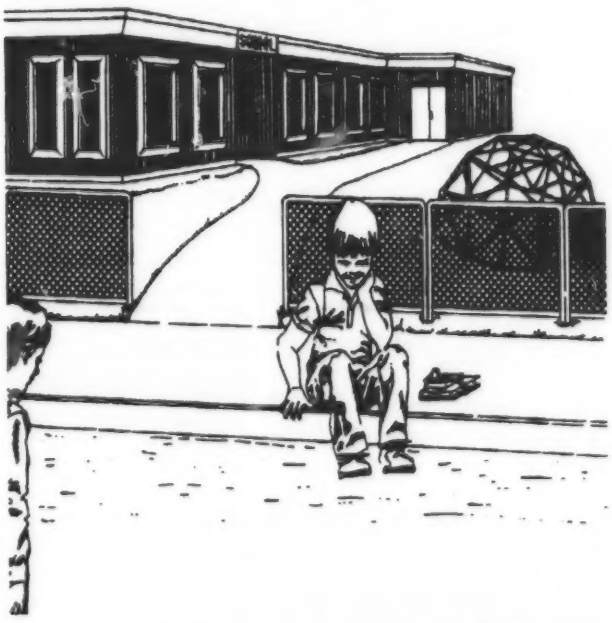
School closures have occurred in both inner-City residential areas and the mature suburbs. Presently, most of the schools being closed are in the mature suburbs, those built in the 1950's and 1960's.

In the future, most additional elementary school closures are expected to be in the mature suburbs, and secondary schools in both the inner city and mature suburbs may be candidates for closure.

1.3 FACTORS LEADING TO SCHOOL CLOSURES

Two major factors have led to school closures by School Boards:

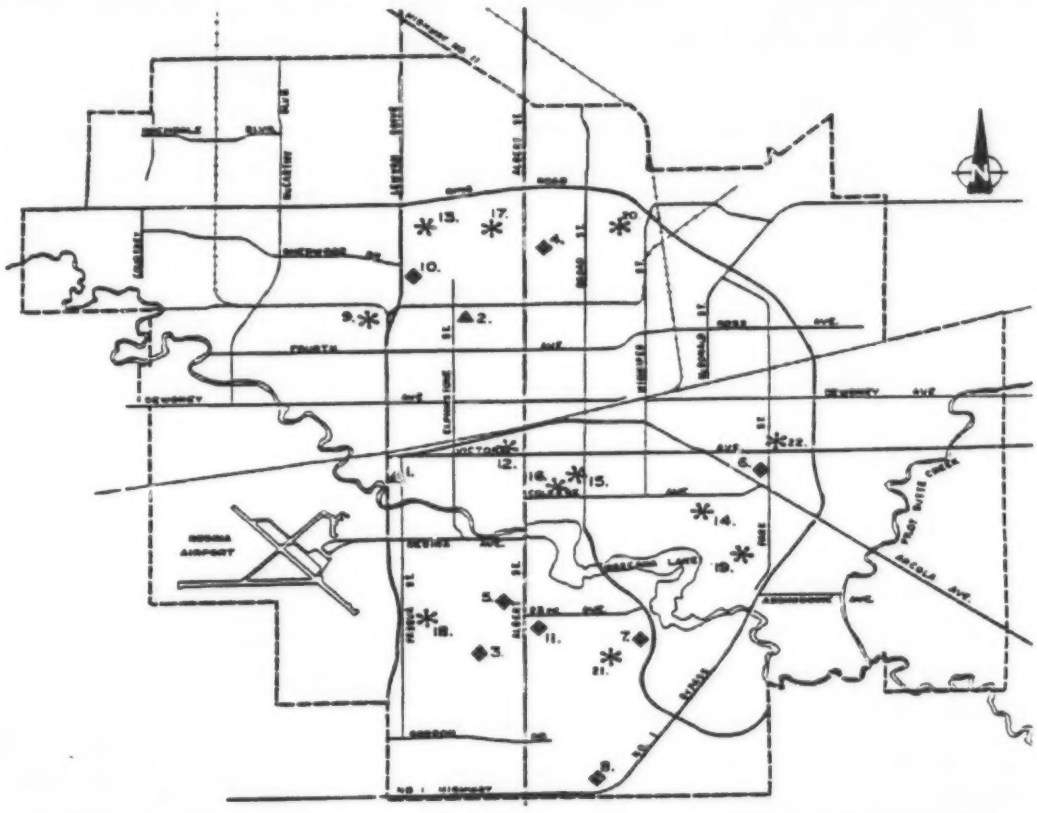
Demographics



The baby boom of the 1950's and 1960's generated a high student population and the school boards responded with the construction of a substantial number of schools in post war neighbourhoods. Subsequently, in the 1970's and 1980's with falling birth rates, children of school age began to represent a smaller proportion of the City's population. The baby boom generation moved into houses in peripheral neighbourhoods to raise their families, so the student population in mature neighbourhoods remained low. As a result school boards have been consolidating their facilities in some of the schools while closing others in areas of declining school population.

MAP 3 CLOSED SCHOOLS

November, 1989



A. SPECIALIZED EDUCATION PURPOSES ▲

1.) St. James - French
2.) St. Luke - Core program/church groups

B. REDEVELOPED OR DEVELOPMENT PENDING ◆

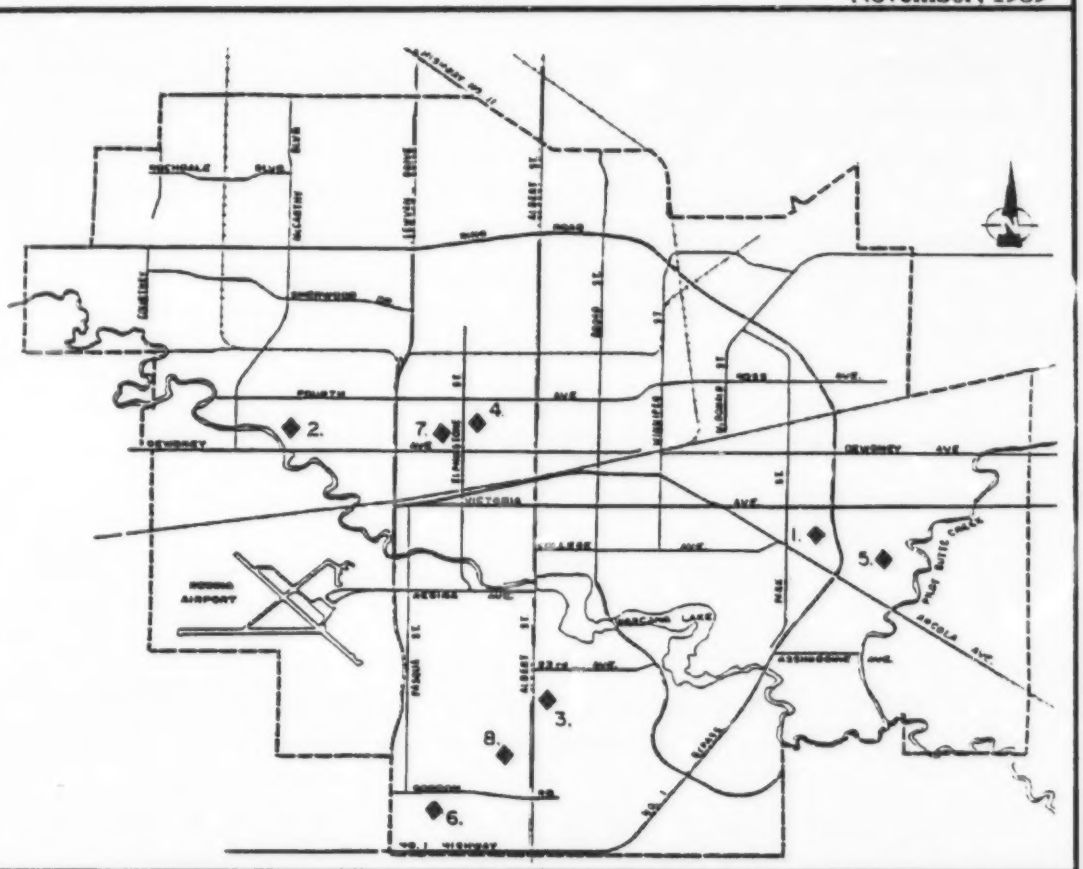
3.) McCannel - housing
4.) Highland Park - housing
5.) Assiniboine - housing (sf/condos)
6.) St. Thomas - Cable Regina
7.) McNiven - pending (seniors housing)
8.) Birchwood - church
9.) Transcona - housing
10.) Pasqua - Community Centre
11.) Campion - Community College

C. LEASED OR VACANT ✳

12.) Victoria - Community College
13.) R.J. Davidson - Community College
14.) Queen Elizabeth - Gabriel Dumont
15.) Strathcona - City owned (BOSCO)
16.) Central - City owned/vacant
17.) St. Philip - Community College
18.) McLeod
19.) Harrow De Groot
20.) Dover
21.) St. John
22.) St. Mark
23.) St. Paul
24.) W.C. Howe
25.) St. Joseph

MAP 4 FUTURE CLOSURES/UNDER REVIEW

November, 1989



A. UNDER REVIEW ◆

1.) Crescent
2.) Walker
3.) Marian
4.) Scott
5.) Walker, Wilfrid
6.) St. Leo
7.) Sacred Heart
8.) Deshaye

School Board Policies

The Public School Board's maximum walking distance recommended for elementary students has been raised from 1/2 mile (0.8km) (1960's) to 3/4 mile (1.2km) in established neighbourhoods, and up to 1 mile (1.6km) for new suburban areas. Since many schools in established neighbourhoods were built much closer together, this policy has enabled the Board to close some schools while maintaining the recommended walking distance for most students in established neighbourhoods.

The Separate School Board's Guideline for walking distance is also 3/4 mile (1.2km), although in some circumstances the distance may be extended to 1 mile (1.6km).

1.4 THE CLOSURE DECISION

Several factors are taken into account in the decision of a school board to close a school. The following factors, taken from the Public School Board's policy on school closures, would apply to the decision process:

- the quality of education offered;
- school population trends and predictions;
- possible needs for facilities to serve bussed pupils;
- renewal projects, if any, in the district;
- condition of the building;
- capacity and program offerings in adjoining schools; and
- distances pupils would have to travel if the school were closed.

In the public school system, "the enrollment of regular elementary schools with less than 120 pupils and high schools with less than 300 pupils shall be reviewed for consideration of ... possible closure". The Separate School system follows similar criteria but does not use specific thresholds in terms of enrollment.

The procedures for notification of the community and for input from the community are found in Appendix 2.

Note that in other cities - Calgary, Edmonton, and Winnipeg are examples - School Boards often bus students from newer areas to older schools in established neighbourhoods. Thus, on a per capita basis, far fewer schools have been closed in those cities. Such decisions are based in part upon provincial legislation, which can have financial implications upon decisions to bus or to close a school. For more information on the experience of other cities, see Appendix 3.

1.5 SCHOOL BOARD USE AND DISPOSAL OF CLOSED SCHOOL SITES

When a school is closed, both the Public and Separate School Boards deal with the site in one of three ways:

1. Use the site for other board purposes - that is the first priority for the Separate School Board, e.g. St. James and St. Luke,

2. Lease the site, often to other educational institutions such as the Saskatchewan Institute of Applied Science and Technology, or

3. Dispose of the site - usually to the highest bidder. The Education Act prescribes prior ministerial approval and a tendering process for the disposal of surplus school property.

Note that a given school site could experience two or even all three of the above actions over a period of time. Disposal is possible in all cases, even if that is not the first event following closure. Map 3 shows the present disposition of closed schools in Regina.

1.6 THE EXISTING PROCESS - REUSE AND REDEVELOPMENT

When a school board decides to dispose of a school site, the potential reuse and redevelopment of the site immediately become major community issues. In the mature suburbs, this can be the first major land use issue to confront a community since it was developed.

Following a disposal decision, the school board contacts the City to determine if the City wishes to purchase the site. The City examines the need for the site and building for any of its public facilities. The Pasqua Recreation Centre is an example of a decision to use a closed school site for municipal facilities.

If the City does not indicate an intent to purchase the site, the school board will seek other potential purchasers through a tender process. In many cases, sites are bought by developers seeking development opportunities for housing or other uses. Note that often developers will approach a school board, inquiring about purchase of a site, even before the closure decision is made. Thus, even before the City is officially notified of the opportunity to acquire a site, the school board may be aware of competitive interest in a site.

Presently, all school sites are zoned I - Institutional, a zone that allows only a limited range of institutional or public facility uses. Thus, the purchase of the site is often in the form of an option, the final sale being dependent on the successful rezoning of the property to a zone that would be suitable for the developer's proposal. (In the late 1970's, school sites were zoned I - Institutional, changing them from a variety of zoning designations.

The change was made to better match the zone to the use, to achieve consistency throughout the City, and to enable home buyers in new subdivisions to identify future school locations.)

Some reuses of closed school facilities - e.g. churches - have generally caused little controversy (churches are discretionary uses in Institutional zones). Other proposed uses such as housing, particularly multi-unit housing, have raised strong concerns in neighbourhoods. The

controversies surrounding school site redevelopment have been heightened because of an absence of municipal policies and guidelines in the decision process regarding appropriate use and site design.

Thus, potential developers are unsure of the acceptable locations for particular forms of development when considering closed school sites. Communities are similarly anxious regarding the kind of development that may be approved in their neighbourhood. The City is in a position of having to mediate the aspirations of both the developer and the community, but without a policy framework.

Another significant problem is the sequence of events in the present process: a community may be confronted with a developer's application before it has had a chance to provide input to the City regarding the future zoning and use of the land.

The following chapter 2.0 proposes (1) guidelines for determining both use of a site and general site design guidelines and (2) a standard sequence of steps in an overall process.

2.0 REUSE AND REDEVELOPMENT - CRITERIA AND PROCESS

2.1 DEVELOPMENT CRITERIA FOR DETERMINING REUSE OPTIONS

A hierarchy of steps is to be employed in determining appropriate reuse options, as follows:

1. The City determines if it requires the site and/or building for a civic use. Civic uses (e.g. community centres) are determined based on their need and the appropriateness of the site for the use. Open space needs are identified using the criteria in the Open Space Management Study (see Appendix 4).
2. If no civic use is identified, the general locational criteria in this section shall be used to determine other appropriate uses;
3. The specific development criteria in Section 2.2 shall be used to refine the site design characteristics taking into account the land use patterns in the surrounding neighbourhood.

The following criteria should be used to formulate recommendations for the use, type, and intensity of use for any specific school site that is available for redevelopment. In particular, prospective developers of a site will find guidance from these criteria as to the suitability of sites for particular land uses as well as guidelines regarding the form and appropriate site design for development. The criteria will apply whether the City, another public agency, or the private sector develops the site.

The following sections identify, for each potential use, the site characteristics which are recommended in order for the use to be acceptable. Using these criteria, a range of potential reuse options can be developed for any given site. For all uses, particularly where all or a portion of the school building is or can be retained, every effort should be made to accommodate existing community programs which may be using the school facilities.

2.1.1 Institutional Uses

Institutional uses are often appropriate reuse options for closed schools, and can frequently adapt the existing school building to their use. However, certain institutional uses which generate heavy traffic or which may otherwise adversely impact upon the adjoining neighbourhood should be carefully examined to ensure that problems do not occur.

Churches, day care centres and educational facilities are widely acceptable, but consideration should be given to the level of traffic generation if located on local streets, the interface of day cares with arterial streets, and the need for bus service.

Other institutional uses may include libraries, art galleries and other community facilities. These uses should be located along major collector or arterial roadways and where transit service is provided on the roadway.

2.1.2 Residential Uses

School sites, which are located in residential areas, are generally appropriate for residential redevelopment. Exceptions can occur when:

1. Redevelopment would create a present or future shortage of open space as identified in the Open Space Management Study and the land should be reserved for open space use; or

2. Noise from aircraft exceeds the 35 N.E.F. level*, in which case an appropriate alternative use which is less sensitive to noise should be sought.

There are several different types of residential development, each of which will be more or less appropriate to the specific context of a given site. The general policy is to establish residential infill development at densities which are slightly higher than the surrounding neighbourhood; further elaboration of applicable densities is in Section 2.2.3.

* *This applies to McLeod School and W.C. How School.*

Detached and semi-detached dwellings are appropriate for sites located on local or collector roadways abutting other detached dwellings.

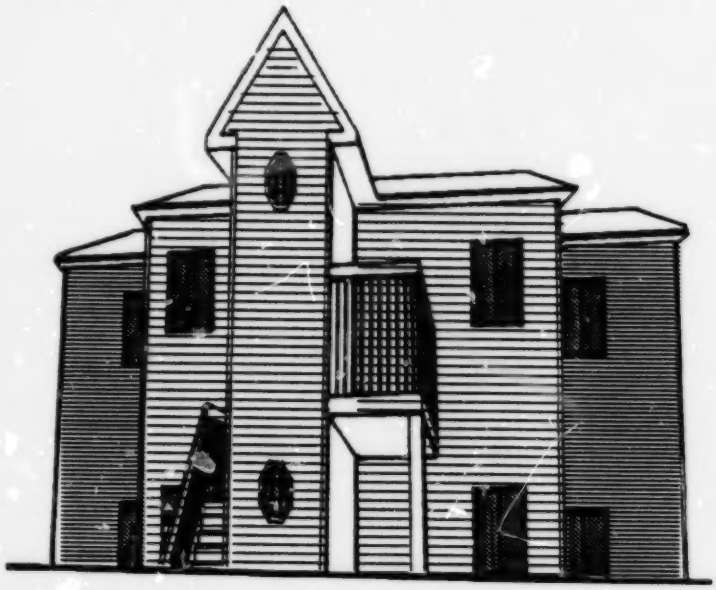
Multi-unit housing consisting of townhouse and low rise apartment dwellings is appropriate on collector or arterial roadways, and on local streets other than short crescents or cul-de-sacs where located within 40m of the intersection with a major collector or arterial roadway.

High rise apartments should be located on collector or arterial roadways where there are abutting multi-unit or commercial developments. Transit should be available within 200m.

Note that the density of development and type of housing unit that can be placed on a site is subject to not only planning and environmental considerations, but economic factors as well. A developer is faced with several items of expense in any development including servicing costs, hectarage charges * (where subdivision of land is involved), interest payments, administration costs, and of course the cost of land. On the revenue side, the developer must determine expected sale prices for lots and/or dwelling units.

* *The applicability of hectarage charges to infill sites such as closed school sites is presently being examined by the City.*

Examination of individual closed school sites reveals important variations in both cost and revenue factors. In some cases, use of the site for traditional detached dwellings on individual lots may not be economically feasible. In all cases, the expected densities and housing types that can be achieved determine the value of the land.



Thus, the criteria for determining appropriate residential uses should include an economic feasibility examination.

Senior citizen's apartments and low income housing are special cases which should be located near a bus route and within 400m of local or neighbourhood shopping. In addition, the proximity of schools and day care centres should be a significant factor in determining the appropriateness of a site for any type of family housing.

2.1.3 Commercial Uses

Neighbourhood commercial uses may be considered for sites located on collector or higher level roadways at the periphery of neighbourhoods, especially where higher density residential or commercial uses are located nearby. Bus service should be provided, with a bus stop within 200m of the site.

Other commercial uses may be considered on sites located on major collector or arterial streets which meet the above criteria, where it can be demonstrated that no adverse impact on the neighbourhood or other commercial areas will result.

2.1.4 Other Uses

Although residential, institutional or commercial uses are the most likely reuse options for school site redevelopment which do not have an educational or civic use, other uses may be appropriate for a given site, and can be examined giving consideration to:

1. the impact on traffic patterns;
2. noise or other impacts generated by the use;
3. compatibility with surrounding land uses; and
4. policies expressed in neighbourhood plans

2.1.5 Joint Uses

Developments which incorporate two or more uses, such as residential with a commercial component, should meet all the criteria applicable to each of the uses.

2.1.6 Summary

The following table summarizes the relationship between potential land uses and the specific characteristics of the site. The site characteristics appropriate for specific land uses are indicated by a circle on the table. A triangle indicates that the site may be appropriate for the use under certain circumstances as described in the text. A blank indicates that, for sites which have the applicable characteristic, the corresponding potential use should not be considered. Only uses which have black circles or triangles for all of the characteristics applicable to a given site are appropriate for that site.

DEVELOPMENT CRITERIA SUMMARY TABLE

SITE CHARACTERISTICS / POTENTIAL USES		Detached and Semi-Detached Houses	Low-Rise Apts. and Townhouses	High Rise Apts.	Senior Citizen's Apts.	Churches, Daycare, Schools	Other Institutional*	Neighbourhood Commercial	Other Commercial Uses*
Surrounding Residential Type	Low Rise Residential (under 13m)	●	●		●	●		●	
	High Rise Residential		●	●	●	●	●	●	●
Street Classification	Local Street	●	▲		▲	▲			
	Minor Collector	●	●		●	●		●	
	Major Collector		●	●	●	●	●	●	●
	Arterial		●	●	●	●	●	●	●
Bus Service	More than 200m	●	●						
	More than 400m	●							
Site Context	Neighbourhood Interior	●	●		●	●			
Noise	Noise Greater Than 35 NEF					●	●	●	●
Services	Commercial Abutting		●	●	●	●	●	●	●
	No Commercial Nearby	●				●	●	●	●

* Note: The range of other institutional and commercial uses can, depending upon the specific use proposed, affect adjacent areas in different ways; each should be carefully examined to ensure compatibility with the neighbourhood.

● Site characteristic is appropriate for the use.

▲ Uses may be permitted under appropriate circumstances. Consult text for details.

□ Use should not be considered for site which has the indicated characteristic.

2.2 SITE SPECIFIC DEVELOPMENT CRITERIA

The following are performance standards, intended to determine the scale and site design, which would be appropriate given the characteristics of the site and its context.

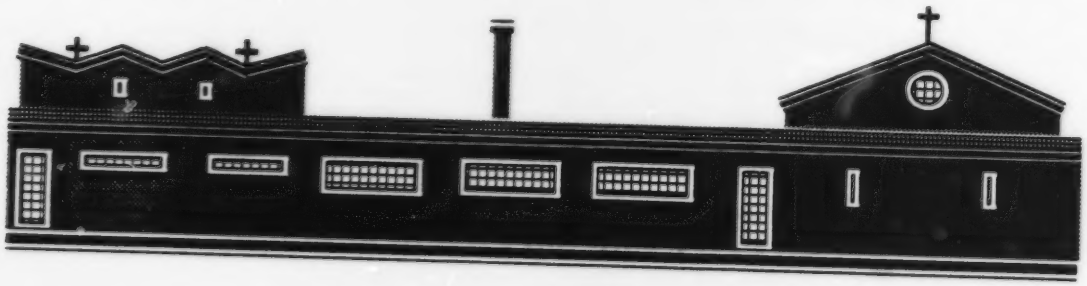
2.2.1 Servicing

The developer shall submit an engineering report on the impact of the proposed development on existing services such as water supply, storm sewer and domestic sewer. The developer must receive approval by the Director of Municipal Engineering for provision of such services to the development.

Underground services should be able to accommodate the redevelopment. If the existing services are inadequate, the developer shall be responsible for the cost of upgrading them to the required level.

2.2.2 Heritage Conservation

Every effort should be made to retain buildings identified as having heritage significance. Where retention has been examined and found to be not viable, the building elements of greatest heritage value, such as the facade, should be preserved and incorporated into the new development.



2.2.3 Net Density

Densities are proposed to be higher than the surrounding area to reflect increased land and servicing costs that have occurred since the neighbourhood was originally developed. This criteria is also consistent with the Regina Development Plan policies which encourage higher density new development and a mix of dwelling unit types in all neighbourhoods.

The proposed density of residential reuse options should be at least 10% higher than the surrounding area*, but should not exceed 2.5 times existing densities. The higher density ranges, from 2.0 to 2.5 times existing densities, should only be permitted where the public program opportunities provided by the school are retained or replaced by the developer. Replacement can also occur on another site acceptable to the City within the Recreation Zone.

All other criteria such as height, coverage, setbacks and parking will still apply in order to ensure compatibility with the surrounding area. In many cases, density will be constrained by these other site design criteria. If the maximum density can be achieved, it is likely that the redevelopment will have minimal impact on the surrounding area.

An exception is given for senior citizen's apartments which have less impact on an area than family housing of the same density. Senior citizen's apartments may be developed with densities up to 4.0 times existing densities in the surrounding neighbourhood. Densities above 4.0 times existing densities are permitted where the public program opportunities provided by the school are retained or replaced by the developer. All other criteria such as height, setbacks and coverage will still apply, and these will restrict the development on the site to a level which is compatible with the neighbourhood.

2.2.4 Access

Where a corner site borders on two streets of different classifications, the main access should normally be to the higher street classification.

* *Net Density is calculated using the area of lots and local streets having lot frontage. The "surrounding" density is calculated as the net density of the residential area within 75m of the site. Where there is a mix of densities surrounding the site, the development should distribute densities to ensure compatibility with adjacent development.*

Redevelopment should consider the impact on traffic volumes and minimize increases in traffic on the adjacent streets. The potential need for additional traffic controls or improvements should also be considered and the developer will be responsible for the costs associated with such improvements.

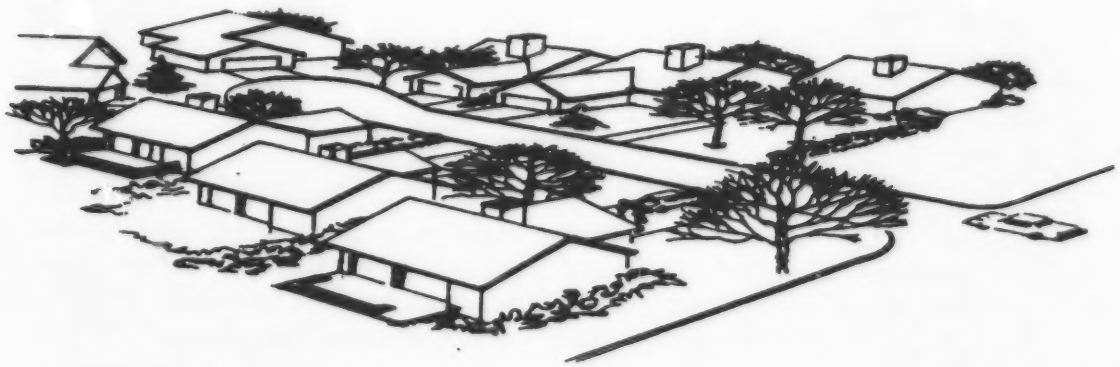
2.2.5 Parking

The off-street parking requirements of the Zoning Bylaw must be provided. In the case of multi-unit developments, parking lots shall be located internally on the site and be screened to minimize the impact on the surrounding residential area. Multiple residential reuse options should also make provision for on site guest parking.

2.2.6 Design and Streetscape

Buildings which have a direct interface with the adjacent residential area should be sensitive to general design characteristics (e.g. bungalows, two-storeys) of the existing dwellings in the neighbourhood. Orientation, landscaped area and setback should also reflect the surrounding neighbourhood.

Where possible, existing playground space on the school site should be retained and enhanced for use by neighbourhood residents. Where circumstances permit, consideration should be similarly given to possible retention of the school gymnasium for community use. The retention of playground and gymnasium facilities would be subject to City consideration regarding the need for the facilities, alternate sites, the financial feasibility and operational costs, and other factors.



2.2.7 Height of Reuse Options

Internal buildings not having an interface with the surrounding residential area may be developed to the permitted height in the zone if the windows/balconies of the buildings are oriented to respect the privacy of existing dwelling units.

Buildings on the edge of the site - interfacing with existing development - should have a height consistent with that of adjacent development. The configuration of the site is also a factor as a long narrow site would be less suitable for higher buildings than one which has sufficient depth to screen those buildings from adjacent residential areas.

2.3 SITE PLANNING PROCESS AND PUBLIC PARTICIPATION

The process leading to the reuse and redevelopment of a closed school site involves neighbourhood residents, the City, the School Board, and, of course, the prospective developer of the property. Full exchange of information and cooperation among all of the participants is essential if the aspirations of all groups are to be met.

Steps in the process include the following:

1) When the City is advised of a School Board's intention to dispose of a closed school site, or earlier if agreed to by the board, the City Administration meets with neighbourhood residents to provide information to them on the status of the site and to seek the input of residents regarding the future use of the site. The City also conducts an initial analysis of the site and neighbourhood.

2) The City Administration prepares a report for City Council, through the Regina Planning Commission, which recommends the general land use which is appropriate for the site. The report is prepared in accordance with the development criteria contained in part 2.1 and contains information regarding resident' views.

Normally, steps 1 and 2 will be completed within a two month period. However, that time period should be flexible in order to accommodate special circumstances. If the City is aware of a disposal decision well in advance, the time period can be correspondingly longer.

3) The School Board tenders the property, seeking interest from potential purchasers. The tender call is based on Council's resolution on land use resulting from step 2.

4) Property is purchased by private interests, normally a developer who wishes to pursue the reuse and/or redevelopment of the property.

5) The developer prepares a development application based on:
   a) the Council resolution on land use and;
   b) the site specific development criteria contained in part 2.2 of this report.

6) The developer is encouraged to meet with neighbourhood residents, through the community association and involving the City, for the purpose of reaching a consensus on the form of any reuse or redevelopment proposal. Such a consensus is termed a "site development resolution" and must follow the guidelines of parts 2.1 and 2.2 of this report. Where the developer does not wish to initiate such meetings, the City will bring forward to the community any proposal submitted by the developer.

7) The developer submits an application to the City for rezoning and/or subdivision, as appropriate. The developer may submit the application whether or not a site development resolution has been reached.

8) The City Administration prepares a report for the Regina Planning Commission and Council on the rezoning/subdivision application. Council decides on approval or denial of the application.

3.0 CONCLUSIONS

The reuse and redevelopment of closed school sites can have a major impact on a neighbourhood. The redevelopment may potentially change a site the neighbourhood residents view as quiet open space to a site with more intense development. This changes the character of the living environment near the site. Thus, the reuse of closed school sites must be given more detailed scrutiny than may be applied to development in new areas.

In the process of determining appropriate reuse, a variety of options are considered. The options range from open space/park, based on neighbourhood needs, to development of the site for housing, an institutional use, or another activity. Both the use and the scale or density of any proposal need to be considered in the decision.

The *CITY* plays the key role as an initiator and coordinator of activities and of course a decision maker with regard to land use and zoning. The *SCHOOL BOARDS* can help to smooth the process by working with the City between the closure decision and the tendering of a site. *NEIGHBOURHOOD RESIDENTS* will have input to both the City and potential developers, and are requested to help expedite the process described in this report. *DEVELOPERS* of sites must adhere to the guidelines and criteria contained in this report and must work to obtain a site development resolution with residents.

Communication among all groups is the key to the success of this or any other process leading to the reuse and redevelopment of a closed school site.

4.0 RECOMMENDATIONS

The Administration recommends that chapter 2.0 of this report be adopted as policy of the City of Regina and incorporated into the Regina Development Plan.

APPENDIX 1

Enrollment Trends - Operating Schools

As Of August 1988

Appendix

Enrollment Trends Operating Schools

Public Elementary Schools	1980	1986	1987
Albert	295	324	302
Arcola	246	241	214
Argyle*	230	384	368
Athabasca	139	166	166
Benson	211	156	149
Braun, Henry	N/A	N/A	280
Brown, Mable	283	189	171
Bryant, Judge	508	731	602
Buck, Ruth M.	601	577	542
Centennial*	N/A	645	691
Coldwell, M. J.	409	319	293
Connaught*	281	316	358
Coronation Park*	246	298	321
Crescent	114	102	116
Davin	248	197	203
Dieppe	258	260	251
Dorsey, Elsie	175	155	150
Douglas Park	176	193	155
Dover**	160	94	88
Ferguson, Dr. George	465	387	361
Ford, W. H.	353	469	490
Glen Elm	311	169	178
Grant Road*	282	399	41
Hanna, Dr. L. M.	530	618	640
Haultain	188	158	161
Herchmer	248	199	219
How, W. C.	207	157	142
Hunt, Wilfred	376	429	491
Imperial	295	288	283
Janzen, Henry	475	592	569

Public Elementary Schools	1980	1986	1987
Jenkins, Ken	262	248	236
Kitchener	335	358	318
Lakeview	261	264	257
Lee, George	348	266	259
MacNeil	N/A	316	389
Massey*	400	390	386
McDermid	171	155	148
McDonald, Gladys	111	167	160
McLurg	353	691	717
McNab	175	140	126
McVeety, Marion	164	113	127
Milliken, Ethel	462	301	284
Mironuck, Elsie* (formerly Sherwood)	353	477	519
Pawson, Ruth	371	479	482
Peart	184	190	219
Perry, Dr. A. E.	424	327	322
Pickard, Al	405	280	266
Ready, W. F.	N/A	282	351
Regent Park	259	182	195
Rosemont	339	363	354
Russell, Stewart	529	505	512
Thomson	310	395	351
Walker	141	109	116
Walker, Wilfrid*	N/A	530	602
Wascana*	257	323	383
Wetmore	248	184	164

* French Immerson Program

**Closed as of June, 1988

Separate Elementary Schools	1980	1986	1987
Deshaye	138	135	131
Holy Rosary	143	112	95
Sacred Heart	241	228	252
St. Andrew*	178	246	243
St. Angela*	N/A	N/A	440
St. Anne	188	136	138
St. Augustine	291	179	198
St. Bernadette	349	340	319
St. Catherine	345	263	245
St. Dominic Savio	173	215	241
St. Francis	269	220	213
St. Gregory	390	347	331
St. Jerome	176	517	361
St. Joan of Arc	307	242	222
St. John**	133	72	57
St. Josephat	135	247	257
St. Joseph	136	126	140
St. Leo	226	148	143
St. M. Bourgeoys	N/A	234	274
St. Mark**	108	85	88
St. Mary*	415	543	457
St. Matthew	265	140	138
St. Michael	167	125	109
St. Patrick	192	155	142
St. Paul	111	100	83
St. Peter	239	222	201
St. Pius X*	389	396	386
St. Theresa	269	458	463
St. Timothy	194	312	303

* French Immersion Program

**Closed as of June, 1988

Public High Schools	1980	1986	1987
Balfour	962	960	893
Campbell*	1431	1150	1181
Cochrane	532	383	417
Johnson	N/A	622	720
Martin	790	893	887
Scott	429	317	310
Sheldon-Williams	877	763	786
Thom	948	831	887
Robert Usher	747	752	747

* French Immersion Program

Separate High Schools	1980	1986	1987
Leboldus*	561	424	441
Marian	335	299	293
Miller	1252	849	760
O'Neill	1020	553	513
McGuigan	388	362	370
Riffel	N/A	615	742

* French Immersion Program

APPENDIX 2

School Boards' School Closure Policies

As Of August 1988

REGINA BOARD OF EDUCATION S.D. No. 4

POLICY

SCHOOL CLOSURE

A school may be closed where a school population has declined to a point where consolidation of two or more school attendance areas would result in better educational opportunities for pupils and/or would reduce operating costs.

APPROVED: REGINA BOARD OF EDUCATION DECEMBER 16, 1986-R

REGULATIONS:

1. In October of each year, the enrolment of regular elementary schools with less than 120 pupils and high schools with less than 300 pupils shall be reviewed for consideration of possible consolidation of adjoining attendance areas and school closure. If factors other than enrolment require a school to be cited for possible closure, these factors also shall be reviewed.

2. Information pertinent to the possible school closure shall include:

   a) the quality of education offered;

   b) school population trends and predictions;

   c) possible needs for facilities to serve bussed pupils;

   d) renewal projects, if any, in the district;

   e) condition of the school building including the cost of renovations, if required;

   f) capacity and program offerings in adjoining schools;

   g) distances pupils would have to travel if the school were closed; and

   h) a statement of options and implications for Board consideration.

3. Should the Board resolve that closure of one or more schools on specified date(s) may be warranted, the Director shall:

   a) implement procedures for publicizing the Board's decisions and making information available to parties who would be directly affected by the closure(s);

   b) prepare tentative plans for the disposition of equipment and materials located in schools cited for closure;

REGINA ROMAN CATHOLIC S ARATE SCHOOL DIVISION NO. 81	F3J
POLICY	FACILITIES PLANNING CLOSING OF SCHOOLS

The purpose of this policy is to identify procedures whereby the School Division may consolidate school enrolments through closing schools in those areas where declining enrolments make such an action educationally advantageous to the pupil.

A small school may have an importance in a community going beyond the instructional program. The formal review of a school's program and organization, and the consideration of the school's possible closing, must include the acknowledgement of any special or unique facilities and programs which that school may provide for students, the church, and the community.

The organization of a school shall be reviewed when difficulties are encountered in providing programs to suit the particular needs of its students. A further criteria will be the financial implications of operating or closing the school and providing alternative facilities for the students.

The procedure for School Closure is as follows:

1. Notice shall be given to the local community by December 31 that the Board is advising of the impending closure of the school at the commencement of the next school year;

2. Within 30 days of the notification a School Review Committee shall be appointed consisting of Board Members, teachers, members of the school community to be affected and administration. The purpose of the committee will be to review the various reports regarding the educational, financial and community effects of closing the school;

3. A meeting no later than February 15 shall be held at which the community shall have access to all information and shall be provided an opportunity at that time and/or at a subsequent meeting held within 30 days to present its views;

4. A decision to close a school must be made no later than April 30 preceding the commencement of the next school year at which time closure is to take effect.

December 16, 1985.

c) identify options for Board consideration with respect to the disposition of the buildings and grounds occupied by schools cited for closure; and

d) notify the appropriate officials of the City of Regina.

4. Every reasonable effort shall be made to inform parents whose children attend a school cited for possible closure of that event a minimum of eight months prior to the proposed closure date and advise them that they will have opportunities to present their views with respect to the future of their school.

5. Notwithstanding Regulation 4, a school may be closed with less than the prescribed eight months notice if:

a) a petition is received from parents representing a majority of the pupils enrolled in the school, requesting that its attendance area be combined with that of a nearby school or schools; or

b) its enrolment declines to the point that continued operation would not be feasible as a result of requests from parents or guardians that pupils be transferred to other schools; or

c) after the annual October review of the status of schools, an unexpected decline in enrolment makes its continued operation impractical.

6. The decision regarding closure will be made only after completion of a detailed study, which includes the opinions of parents.

REGULATIONS EFFECTIVE: DECEMBER 16, 1986-R

REGINA ROMAN CATHOLIC PARATE SCHOOL DIVISION NO. 81	FBJA
POLICY	FACILITIES PLANNING CLOSING OF SCHOOLS - DISPOSITION OF FACILI

After a decision has been made to close a school, the Board shall, in accordance with Section 350 of The Education Act and, where applicable, the provisions of the Joint Use of Facilities Agreement, designate the future use of the closed facility in accordance with the following priorities:

A. Retain the facility for use by the Division for its educational programs.

B. Offer to lease the facility to:

i) the Catholic Church or Catholic Church related organizations;
ii) Provincial authorities;
iii) an educational group or institution;
iv) any other group or organization acceptable to the Board.

C. Sell the facility to:

i) the Catholic Church or Catholic Church related organizations;
ii) Provincial authorities;
iii) an educational group or institution;
iv) any other group or organization acceptable to the Board.

April, 1984.

REGINA ROMAN CATHOLIC S \RATE SCHOOL DIVISION NO. 81	FBJ
REGULATIONS	FACILITIES PLANNING CLOSING OF SCHOOLS

The Director of Education shall:

1. review the organization of a school when as a consequence of declining enrolment, difficulties are encountered in providing programs to suit the particular needs of its students;

2. consider and make recommendations to the Board on the steps that might be taken to assist the school and its programs;

3. consider and make recommendations on the use of an adjacent separate school by redefining the school boundaries;

4. consider and make recommendations to the Board on the possibility of closing the school and the provisions to be made for its students if the school were to be closed;

5. appoint the members of the School Review Committee.

September 20, 1982.

APPENDIX 3

Survey of Municipalities

Survey of Municipalities

Correspondence, telephone survey information, and publications relate primarily to the western Canada cities of Saskatoon, Winnipeg, Calgary, and Edmonton. Some information has been obtained for other cities.

General findings include the following:

1) On a per capita basis, Regina's school closures in recent decades outnumber the closures in any of the other cities.

2) Probably because of fewer closures, the surplus schools in other cities, particularly Edmonton and Calgary, tend to be leased for other educational and institutional uses, rather than being redeveloped (although redevelopment does occur in some cases).

3) Wherever redevelopment to higher density housing is proposed, there is usually strong community opposition.

4) No other cities indicated that they follow a formal or special public participation process for school closures/redevelopment. However, the normal processes, including public participation, are activated where a rezoning is involved.

5) The degree to which school boards become involved in the redevelopment process varies widely, and there appears to be no set pattern.

6) The zoning of school sites is similarly varied. A few cities zone all school sites the equivalent of the I - Institutional zone. Some zone all school sites the same as surrounding lands normally for low density housing. Some have a combination.

7) No cities have school redevelopment policies in their Development Plans, although Saskatoon plans to do so. In Calgary, Area Redevelopment Plans (the equivalent of Regina's Neighbourhood Plans) guide the redevelopment plans for closed school sites.

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APPENDIX 4

OPEN SPACE MANAGEMENT STRATEGY
OPEN SPACE ACQUISITION

5.1 OVERVIEW

The City of Regina receives public recreational open space through a number of mechanisms, including public reserve dedicated during the subdivision process, land banked or exchanged and by direct purchase. Public reserve dedication provides the greatest amount of public recreational open space, usually in growing areas on the fringes of the city. Land acquired through this mechanism must be coordinated using the guidelines of the hierarchy to ensure equitable distribution at all levels.

Analysis shows that there is an evident need for additional open space in selected Neighbourhoods, particularly in areas which will not regularly receive open space through public reserve dedications. To meet these needs, land exchanges or use of cash received in lieu of dedication would be recommended. In addition, direct purchase of raw land for open space development may be necessary to alleviate deficits. Such direct purchases can be costly and must therefore be guided by sound principles for priority and amount of purchase. These principles include acquisition-through-purchase only in areas with an absolute deficit which continues over time and is not satisfied by open space at other levels.

5.2 SOURCES OF OPEN SPACE

Public recreational open space can be acquired by the following means:

5.2.1 Public Reserve Dedication

The Planning and Development Act of Saskatchewan (RSS 1983) entitles the City to receive up to 10% of assessable land in new residential subdivisions, and up to 5% in new non-residential subdivisions, as Public Reserve. The City has the authority to allocate its Public Reserve entitlement to each of the levels in the Hierarchy.

5.2.2 Cash-in-Lieu

The City is entitled to receive all or portions of its Public Reserve entitlement as Cash-in-Lieu of land. Funds so received are used only to purchase land for use as Public Reserves, or to upgrade the development of existing Public Reserves.

5.2.3 Land Banking

The City is entitled to bank all or portions of its Public Reserve entitlement for future acquisition. This technique could be utilized to assemble a new site or expand an existing site for a particular purpose, such as a major Zone athletic park or a significant Municipal-level attraction, and represents an ideal option for land acquisition to meet future needs.

The overall extent and intent of future residential subdivisions within the present City limits is generally known, and the City's requirements for Neighbourhood and Zone level open space in these new areas will be fully met through Public Reserve dedication. Any public reserve dedication entitlement beyond the defined needs for a new residential development could be banked for future use, as mentioned above.

5.2.4 Land Purchase

Land for public recreational open space may be purchased when the City considers the need to be sufficient. The primary source of funds in such cases would be accrued Cash-in-Lieu funds, although other capital funding may be made available for land purchase if warranted. Lands may become available during new land development, from distress sales or similar emerging opportunities.

Because land within the City can be expensive, opportunities to purchase land for public recreational purposes will be limited. However, since Regina enjoys an overall surplus of public recreational open space, the need for such purchases is also limited.

5.2.5 Land Exchange

The exchange of land parcels is acceptable under provincial legislation, and may provide for acquisition of sites in needy areas where parcels are not available for purchase or are prohibitively expensive. Sites which could be acquired through exchange include school grounds when an older school is closed, and certain commercial and industrial properties when such enterprises close or re-locate.

Conclusion:

Land purchase for open space is costly, and may be impossible to fully developed areas of the established city.

Recommendation #17:

That the City pursue every opportunity to acquire land to meet open space needs through means other than direct purchase, such as:

- land trades for abandoned school sites
- direct land trades with developers or major land-owners
- coordinated assembly of land dedicated to public reserve through the subdivision process
- agreements with private land-owners for joint development of private lands for public use
- endowments from charitable foundations or individuals

5.3 PRIORITIES

Neighbourhoods or Zones in which the amount of open space is below the desirable service guidelines are candidates for potential acquisition of open space. The greater the actual deficiency per 1000 persons, the greater the priority. The priority of need is conditioned by future demand, and is indirectly limited by land cost, potential public benefit, land availability and proximity to other open space amenities.

The greatest need occurs in the Inner City, where acquisition opportunities are most limited. New suburban areas have the lowest need at present, and in the future will benefit from land dedicated to open space resulting from new subdivisions. Deficient areas in the established portions of the city beyond the Inner City have the best potential for acquisition, since land cost and availability is reasonable.

The most evident need for additional open space is in selected areas at the Neighbourhood level. Although some deficiencies occur at the Zone level, coordinated assembly of land dedication from new subdivisions can satisfy most of these needs.

Acquisition of Municipal-level open space to provide for larger, more intensive and memorable recreational experiences should be pursued when opportunities arise and when particular project proposals have merit.

5.4 Principles and Criteria

The purchase of land can be costly. Justification of this expense demands careful selection of potential areas with a clearly demonstrated need. To achieve this, potential land acquisition is based on the following criteria.

5.4.1 Absolute Local Deficiency

It is only in areas where the existing amount of open space is less than the desirable service guideline (1.6 ha/1,000 pop for Neighbourhood-level, 0.8 ha/1,000 pop for Zone-level) that acquisition will be considered. The areas with the greatest deficit have the highest priority; the priority list relates the magnitude of the need to the size of the population.

5.4.2 Changes in Deficiency Over Time

The deficiency in an area changes over time, since areas which experience a decrease in population will require less open space as a result.

a) If a future decrease in population of an area reduces the deficiency to zero, that area is ineligible for land acquisition.

b) If a future decrease in population reduces but does not eliminate the deficiency, this lower, future value for open space deficiency is used to place that area on the priority list.

c) For areas which currently have a deficit and which will experience an increase in population in the future, the smallest open space deficiency value is used to place that area on the priority list. Although acquiring this smaller amount of land will not fully resolve the deficiency in an area, it provides a means to prevent acquisition of excessive amounts of land in areas where population growth is uncertain.

5.4.3 Conditional Criteria

The following two criteria address special instances where acquisition may not be desirable, in spite of having met the numerical criteria listed above.

a) Acquisition may not be appropriate, if the area in question is within proximity of open space sites at another level of the hierarchy. This criteria recognizes that open space designated at one level may be used for purposes typical of another level. In particular, the need to acquire Neighbourhood-level lands may be inappropriate if Zone or Municipal-level sites are located within the Neighbourhood in question and if those sites could support Neighbourhood level uses. If such opportunities exist, the need for acquisition will be reassessed by comparing the preferred amount with the existing amount of all levels of open space to determine Neighbourhood-level need.

b) Land acquisition through direct purchase will not be considered in areas where land is dedicated to Public Reserve through the subdivision process. Although numerical analysis will show a clear future deficit in areas where population will increase, these deficits may be resolved in the future when 10% of new land developed is acquired by the City in the form of Public Reserve. This condition will be important when considering future deficiencies in growing suburban areas.

Conclusion:

There is an evident need for additional open space to resolve deficiencies.

Recommendation #18:

That the City consider the purchase of land for open space development. Areas to be considered for acquisition shall be identified using the principles and criteria outlined in this document, namely in areas with an deficiency that continues over time and that cannot be mitigated by alternative means or through proximity to other levels of open space.

5.5 INTERPRETATION

5.5.1 Neighbourhood Level

As observed in Chapter 3, open space at this level is abundant, with over 103 hectares or 37% beyond the guideline amount for the city as a whole. The abundance is not distributed evenly, however, and some Neighbourhoods actually suffer from an absolute deficiency of open space. The general surplus cannot be considered to balance out the need, since the surplus open space is not within proximity of the Neighbourhoods in need. It is these deficient Neighbourhoods which are the potential candidates for acquisition.

Of the 31 existing Neighbourhoods in Regina, 10 have an existing deficiency, totalling at present 33.95 hectares. Notably, four of these 10 Neighbourhoods are in the Central Zone and represent 63% of the total Neighbourhood-level deficiency. Each of these 10 Neighbourhoods is an initial candidate for acquisition.

By applying the criteria for changes in deficiency over time, four areas are eliminated. Projected population decreases in Normanview West, Regent Park, Lakeview and Weavy Crick will completely remove the deficits in time.

By applying the set of conditional criteria, some additional changes occur. Although Weavy Crick and Dieppe Neighbourhood have a deficit of Neighbourhood-level open space, the entirety of both Neighbourhoods is within 0.8 km of A.E. Wilson Park. Although not designated at the Neighbourhood-level, the proximity and quality of the park does provide excellent recreational opportunities at the Neighbourhood level sufficient to replace the need in that area for acquisition. Similarly, a deficit exists in Lakeview, however there is a significant amount of Zone-level open space with potential for local use located in the Neighbourhood.

Table 5.1 demonstrates the order of priority for acquisition, and the total need in each Neighbourhood as a result of the application of acquisition criteria.

In deficient Neighbourhoods where acquisition of land is desirable, the following factors must be assessed:

1. potential to upgrade open space in adjacent Neighbourhood which is within proximity of Neighbourhood in need

2. opportunity to redesignate and upgrade surplus Zone level open space located within deficient Neighbourhood

3. availability of raw land with open space development potential

4. cost of raw land in subject Neighbourhood

5. specific needs of residents in subject Neighbourhoods.

TABLE 5.1

NEIGHBOURHOOD-LEVEL OPEN SPACE DEFICIENCIES
ADJUSTED PRIORITY LIST *

NEIGHBOURHOOD	DEFICIENCY RATE ha/1,000 pop.	DEFICIENT AMOUNT (ha)
Transition Area	1.30	5.43
Core Area	1.07	5.43
Al Ritchie	0.77	4.73
North Central	0.44	4.25
TOTAL		19.84

*This list shows Neighbourhoods eligible for acquisition, order of priority and amount to be acquired, determined using proposed criteria.

Recommendation #19

That the City of Regina pursue all means to acquire land to meet the needs of Neighbourhoods listed below:

Core Area
Transition Area
Al Ritchie
North Central

5.5.2 Zone Level

Each of the five Zones has a surplus of open space which continues over time. Acquisition of Zone level open space does not appear to be required. It should be noted, however, that total amounts of existing Zone-level open space combine both athletic sites and large parks. It is possible that, in spite of a general surplus in a Zone, there is a need for additional open space. For example, the large amount of parkland at the edges of the Central Zone tends to increase the general total for Zone-level open space, although additional athletic fields may be required. If the existing inventory in a Zone cannot accommodate both athletic and leisure parkland needs, acquisition may be appropriate. The first opportunity for acquiring such space would be through the regular dedication of land to the Public Reserve as a direct result of the subdivision process. If this is not possible, land purchase may be necessary.

5.5.3 Municipal Level

The acquisition and development of Municipal-level open space is not determined primarily by guidelines for the amount or type of space, but rather on the merit of individual proposals. Regina's current stock of Municipal-level recreational open space is significant but not complete. The prominence of Wascana Centre derives from its size and the maturity of its forest component, the dominant presence of Wascana Lake and the continuous water orientation, the variety of

spaces and experiences provided, and the superior condition and attractiveness of its buildings and other man-made elements. It is this relative excellence, and that of such City-owned sites as Victoria Park, Waterfall Park, Mount Pleasant Park, the Devonian Pathway, and the completed portions of A.E. Wilson Park that distinguishes those sites, provides for exceptional recreational experiences, and contributes fundamentally to the image of the City. Expansion on this stock of amenities or opportunities is necessary to the ongoing improvement of the cityscape as a whole, and to the continuing attractiveness of Regina as a place to live.

Recommendation #20:

That the acquisition of Municipal-level open space be considered only on the merit of individual, site-specific proposals that may be brought forward from time to time.

5.6 APPLICATION

5.6.1. Calculating Needs

The values used to prioritize open space needs are expressed in the same form as the service guideline (area per 1,000 pop). The priority for acquisition is based on the relative magnitude of the need, and not simply the amounts of open space needed or the size of the population in need. In this way, prioritization is equitable. Note, however, that the need to acquire open space at the Neighbourhood level is defined only for the Neighbourhood or Zones as a whole. Detailed analysis is required in each deficient area, to determine the location, size, and number of actual sites necessary.

The need to acquire open space should also consider the following variables.

5.6.2 Availability of Land

The availability of land for open space development is often limited in the established areas of the city. Should the opportunity occur to acquire land in one of these areas on the priority list, it would be appropriate for the City to proceed, regardless of the actual list of priorities. If the priority list were followed in an absolute fashion, emerging opportunities could be lost.

5.6.3 Local Interest

The expressed interest of organized community groups should be considered when determining potential sites for acquisition. Discussions with local residents and organizations can provide meaningful input on the particular needs in an area. This joint approach to upgrading affords an excellent opportunity to match needs defined in the Strategy with specific local interests.

5.6.4 Interpretation of Guidelines

The definition of the need to acquire open space does not propose that the guideline figures are an absolute necessity. Figures for amounts of open space should not be translated literally since the numerical measure of deficiency is not absolute: it is a minimally acceptable guideline, not an exact specification.

Further, the limited availability of land, combined with potentially high cost, may prohibit immediate land purchase to resolve deficiencies. The Strategy clearly identifies areas in which acquisition is desirable, and not only guides efforts to seek out appropriate land, but also provides guidance when considering land purchase opportunities that may emerge unexpectedly from time to time.